

CALIFORNIA
POSTSECONDARY
EDUCATION
COMMISSION
WORKPLAN,
1996 THROUGH 2000
(1997 Update)



CALIFORNIA
POSTSECONDARY
EDUCATION
COMMISSION

## Summary

This report updates a staff-prepared workplan of activities to be undertaken through the year 2000 which the Commission adopted at the outset of 1996. The activities in *The California Postsecondary Education Workplan*, 1996 through 2000 were derived from statutory and State Budget mandates, including year-to-year responsibilities to provide the Legislature, Governor and others in higher education with specific information about postsecondary education. Additionally, many of the projects included in the workplan flowed from issues that the Commission and its staff identified as critical to higher education policy makers. Projects were grouped as follows.

- those done annually, e g updating of prior-year or historical information about higher education enrollments, State expenditures for public colleges and universities, faculty and administrator salaries,
- projects that would use available resources and were expected to be completed over a one-to-two-year period (starting in 1996),
- those to be completed in two to five years, if resources permitted, and
- projects that could be undertaken only if new resources were made available

To complete a 1997 workplan update, the Commission reviewed its accomplishments since the initial workplan's adoption, discussed changes in California's policy, educational, social and economic environments, and reviewed possible modifications to the plan, including the addition of new projects and changes in the priority/time-line listing of others. The Commission accomplishments since the initial adoption of the workplan are contained in the first chapter. This revised workplan reflects these changes, including updated project completion dates for many recurring Commission projects. Where appropriate, the Education Code or other legal mandate is cited for projects. Additionally, the Commission has added a new matrix of projects to be undertaken during the 1997-98 fiscal year.

The Commission adopted this report at its meeting on June 9, 1997 Questions about the substance of the report may be directed to Charles Ratliff at (916) 322-8017, or through E-mail at cratliff@cpec ca gov Copies may be ordered by writing the Commission at 1303 J Street, Suite 500, Sacramento, CA 95814-2938, or by telephone at (916) 445-7933

## CALIFORNIA POSTSECONDARY **EDUCATION COMMISSION**

Workplan 1996 Through 2000 (1997 *Update*)

POSTSECONDARY

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## Introduction/Background

he Challenge of the Century -- a planning report issued by the Commission in April 1995 -- provides a vision for California's educational system as it prepares to enter the 21st century The Commission's vision states that

California requires a cohesive system of first-rate schools, colleges, and universities -- both public and private -- that is characterized by a clear set of high expectations, collaboration among institutions, and public accountability for institutional performance. Its colleges and universities should continually engage in critical self-examination to determine how teaching and learning can best be improved and institutional efficiencies and productivity enhanced. These institutions must receive adequate levels of financial support to ensure that all Californians who prepare themselves to benefit from instruction have access to educational opportunities that nurture the very best in them

This vision provides a framework for the Commission's workplan over the second half of this decade and its priorities for the annual budget and legislative cycle. Its achievement will require a long-term commitment by the Commission to serve as a catalyst to change "business as usual" approaches to operating and supporting postsecondary education institutions

The Commission's workplan details the set of activities it has identified as important to begin implementing over the next five years, consistent with recommendations contained in *The Challenge of the Century* and with acknowledgment of its resource constraints, in addition to the set of activities it is required to undertake annually by statutory mandate. The Commission's accomplishments since that initial workplan adoption are set forth in Chapter One. As was true when the Commission's workplan was adopted in February 1996, a number of political, economic, and social forces continue to complicate successful implementation of the workplan and progress in achieving the Commission's vision for a cohesive educational system. These forces are summarized — and have been updated for this 1997 version of the workplan — and appear in Chapter Two. At the end of Chapter Two, the Commission has added a matrix of activities that, together with the Commission's recurring responsibilities and activities listed in Chapter Three, will be undertaken in the 1997-98 fiscal year.

## 1

# Summary of the Commission's Major Accomplishments in 1996

#### Background

The Commission's workplan for the balance of this decade is as ambitious as it has ever been because it is guided by the major planning needs identified in *The Challenge of The Century* — the Commission's long-range planning report — and the ongoing responsibilities assigned to it in the Education Code.

Commission staff have sought to balance changing workload demands by remaining cognizant of three broad goals previously voiced by the Commission Those goals are (1) continue to meet the informational needs of the State pertaining to postsecondary education, (2) engage in long-range planning and provide effective policy advice, and (3) promote cooperation and collaboration among educational institutions throughout the state For convenience, the major accomplishments for the past year are grouped under these Commission goals

#### Meet the informational needs of the State

- Publication of Student Profiles, 1996 (Commission Report 96-8)
- Publication of Fiscal Profiles, 1996 (Commission Report 96-7)
- Distribution of more than 2,000 College Guides (Commission Report 95-12) to high schools, colleges, universities, parents, legislative and gubernatorial staff, and elected representatives
- Publication of Performance Indicators of California Higher Education (Commission Report 96-2)
- Publication of Faculty Salaries at California's Public Universities (Commission Report 96-5)
- Publication of Executive Compensation in California Higher Education, a Higher Education Update (Commission Report UP/96-2)
- Development of a Commission homepage (www cpec ca gov) and postings of Commission agendas, data abstracts, and adopted reports for direct public access on the Internet
- Establishment of a process for providing direct access to portions of the Commission's database by other state agencies and educational institutions, along with training in its use
- Publication and distribution of seven Factsheets and three Higher Education Updates during the year on varying topics
- Administration of 31 teacher development programs throughout the state, funded

by the Commission under the auspices of the Eisenhower Professional Development Program, and four projects funded by the California Teacher Pipeline Project

#### Engage in longrange planning and policy advice

- Discussions with the postsecondary education community and other interested parties about
  - Ways in which to advance public accountability, and
  - The advisability of sponsoring new statutory fee policy for the State
- Publication of Moving Forward: A Preliminary Discussion of Technology and Transformation in California Higher Education (Commission Report 96-6)
- Participation in a series of ongoing activities with members of the Legislature and their staff, gubernatorial staff, representatives of state control agencies, and educational system representatives throughout the legislative and budget process Included among those activities were
  - Sponsorship and support of various pieces of legislation
  - Preparation of Legislative Profiles for all new legislative members and their staff that were discussed in individual meetings with them
  - Formal testimony before policy and budget committees of the Legislature
- Publication of The Effectiveness of Collaborative Student Academic Development Programs (Commission Report 96-11)
- Reviewed 37 proposals submitted by public colleges and universities to establish new academic programs. After review of these, the staff concurred with 25 proposals, provided provisional concurrence to four, did not concur with one, and requested further information for seven, of which five eventually received concurrence.

## Promote cooperation and collaboration

- Publication of The Effectiveness of the Community College Transfer Function (Commission Report 96-4)
- Initiation of a study on community college governance, including establishment of a policy advisory group
- Active support of and involvement in intersegmental projects to
  - Disseminate information to parents and middle school students on the need to plan academically and financially for future opportunities -- referred to as, College Making It Happen
  - Develop and prepare a publication describing policy recommendations regarding the transition from high school and college, entitled Taking Responsibility for the High School Senior Year

## 2

# 1997 Update: Changes in the Environmental Context

## Significant new developments

In the workplan adopted by the Commission, the changing nature of the environment within which the Commission and educational institutions operate was emphasized to underscore the complexity of the Commission's coordinating, planning, and policy work. There have been several significant developments since the Commission last reviewed its work priorities and resources.

Summarized below are refinements to previous observations and additional events that may very well further complicate successful implementation of the Commission's workplan A fourth environmental component -- a transitional budget environment -- has been added because of its influence in shaping the Commission's work environment.

## Transitional policy environment

- The Constitutional Revision Committee submitted its final recommendations to the Legislature and was discharged No formal action was taken on any of its specific recommendations
- A privately-funded California Citizens Commission has been established to review
  previous reports on policy problems and challenges for higher education and
  adopt a specific set of responses to them that they will then actively advocate
  with the Governor and members of the Legislature In addition, the work of the
  California Higher Education Policy Center, funded by the Irvine Foundation,
  will conclude at the end of June 1997.
- The continuing political division between Congress and the federal administration will likely foster renewed efforts to identify areas for cooperation amidst continuing partisan activities. Key issues likely to occupy the attention of Congress include efforts to balance the federal budget, modify welfare reform requirements, and reauthorize the Higher Education Act. In addition, President Clinton has introduced several budget initiatives that would increase the level of federal support for education.

## Transitional educational environment

 Superintendent of Public Instruction Delaine Eastin has been joined by the State Board of Education, the California Education Roundtable, Governor Wilson, and others in promoting a reform agenda for public education Strong economic recovery has produced additional appropriations for public schools. Governor Wilson has placed an emphasis on class-size reduction in grades kindergarten through three and a focus on reading development in the expenditure of these additional resources

- A Commission on the Establishment of Academic Content and Performance Standards has been established and has begun the process of developing standards for all grade levels in public schools in four subject areas. Once the standards have been approved by the State Board of Education, another commission will focus on developing assessment instruments and procedures.
- The Board of Governors of the California Community Colleges appointed Tom Nussbaum to serve as Chancellor The system continues to experience substantial turnover in the leadership of the various colleges and among the Chancellor's office staff
- The Trustees of the California State University completed a set of public hearings that preceded a decision to adopt and implement a policy that seeks to reduce demand for remedial education to not more than 10 percent of the entering freshman class by the year 2007. In addition, State University trustees, administrators, faculty, and students are making progress in developing a strategic plan to guide the system into the next century. Called the Cornerstones Project, this process seeks to better define the meaning of a baccalaureate education, financing mechanisms, accountability, and post-baccalaureate training, among other issues.
- University of California President Richard Atkinson has recently selected successors to outgoing chancellors Tien and Young to lead the Berkeley and Los Angeles campuses, respectively Both choices represent a departure from the common practice of selecting senior executives from within the University system Administrative efforts to successfully implement SP-1 which prohibits consideration of race, ethnicity, gender, color, or national origin in university policies and practices while preserving diversity within the University will continue
- Last year, Governor Wilson vetoed AB 2960, which would have extended the sunset date of the Private Postsecondary and Vocational Education Reform Act Without passage of urgency legislation to extend the sunset date of the Reform Act by June 30, 1997, the law will become inoperative and the Council for Private Postsecondary and Vocational Education (CPPVE) -- the agency responsible for implementing provisions of the Reform Act -- will cease to exist, leaving the industry unregulated Should the Reform Act be allowed to become inoperative, it would jeopardize that sector's viability as part of a comprehensive State strategy to meet the education and training needs of Tidal Wave II
- Recent survey data released by the California Higher Education Policy Center indicate that a sizeable majority of the public believes that higher education will continue to be valuable and perceives that people will need higher levels of educational attainment to achieve their desired quality of life in the future. They are less concerned than they were three years ago about California losing the quality of its higher education institutions but remain moderately concerned that

future fee increases will prevent someone they know from attending a public institution

## Turbulent social environment

- Economic improvement has not been even across all sectors of the economy nor across all portions of the state. Corporate migration and "outsourcing" of parts and labor to reduce operational costs will have differential impacts on families and communities throughout the state. The income differences between individuals employed in high tech jobs and service jobs — the two fastest growing sectors of the economy — will continue to foster tensions based on socioeconomic class.
- In November, 1996, California voters approved Proposition 209, a constitutional amendment that prohibits discrimination or preferential treatment based on race, ethnicity, gender, color, or national origin in public education, employment, and contracting Implementation of the amendment has been delayed by court injunction Legal maneuvers with respect to the constitutionality of the amendment will continue to maintain high public visibility and will likely make conversations of respect between individuals from different racial/ethnic groups difficult to sustain in the near term
- State efforts to fully implement provisions of the federal welfare reform adopted by the 105th Congress and signed by President Clinton will generate strenuous debates between gubernatorial staff, the Legislature, and community-based organizations serving poor, immigrant, and indigent populations Perceptions of declining health and safety conditions may result in calls for tougher law enforcement and custodial measures

## Transitional budget environment

California, despite the difficulty of a long recession, continues to have one of the strongest economies in the world However, the confluence of tax reduction efforts, strong population growth, shifting balances in partisan politics, and direct governance by voters through the initiative process have fundamentally changed the budget environment of the State Among the changes that are underway of particular concern to California's educational community are the following:

- The California economy is expected to continue to recover from the recession throughout the balance of the decade. However, growth in General Fund revenues is currently slower than growth in the overall economy, which fosters a tension between postsecondary education and other operations that compete for adequate shares of annual General Fund appropriations. This uneven growth, coupled with mandated General Fund expenditures, will also frustrate the efforts of postsecondary education institutions to build the needed infrastructure to take full advantage of technology to improve the productivity of teaching and learning activities.
- State appropriations to public schools are increasing as California's economy improves. However, additional funds to local districts have been allocated in

categorical fashion which fails to recognize the different needs and capacities of local schools and districts. Continuation of categorical budget appropriations when schools require greater fiscal flexibility will likely contribute to increasing costs without necessarily achieving the desired goals

- Declining federal appropriations for research as part of a comprehensive budget balancing strategy has precipitated unintended, albeit predictable, consequences for major research universities. Research universities have accelerated efforts to generate alternative resources in support of research activities, including State revenues and private sector funding. Should this trend continue unabated, it will generate pressure to increase student fees as fixed operational costs grow and the systems search for stable or manipulable revenue sources. Moreover, efforts to attract alternative research funding will begin to compete more aggressively with instructional activities for faculty time and attention.
- California public colleges and universities are in the third year of a four-year "Compact" with the Governor wherein he committed to providing an average annual increase in appropriations of at least four percent after the first year, in which the increase was limited to approximately two percent. The two public universities have begun a discussion with gubernatorial and legislative representatives about the possibility of entering into another financing compact. Among other things, "Compact II" would tie annual increases in State appropriations and systemwide undergraduate resident student fees to the change in the per capita personal income index for California. Although there are attractive elements to the proposal, the absence of specific State expectations of institutions, implications for financial aid, and the explicit inclusion of student fees as part of the annual budget balancing process will likely generate significant discussion over the current two-year legislative session.

## Organization of the report

The preceding section briefly describes -- as updated for 1997 -- the complexity of the environment within which the Commission will seek to implement its workplan. It is apparent that the key constituents with whom the Commission has traditionally collaborated to advance postsecondary education policy and issues of importance to the State will all likely be distracted by the myriad challenges described above. For this reason, the Commission will be required to operate in a different fashion than it has in the past. It will need to (1) streamline, modify and enhance some of its recurring responsibilities, (2) narrow the focus of policy topics that it will pursue during the next one or two years; (3) find more effective ways of publicizing its policy recommendations to a broader audience to generate the broadbased support necessary to facilitate continued transformation of postsecondary education and improve productivity, teaching, and learning, and (4) remain sufficiently flexible to respond to contingencies that may arise

The next section of the report has been organized to delineate the substantial body of recurring responsibilities and activities to which the Commission commits per-

sonnel and monetary resources annually Section Four describes the set of priorities related to financing collegiate access, quality, and affordability that the Commission will address over the next several years Finally, priorities associated with promoting greater regional and statewide planning and collaboration between and among public, independent, and private schools, colleges, and universities in the State are described

Each section provides a brief description of the issues, activities, and expectations of the Commission in the focal area. This is followed by a description of specific reports and products that are expected to be generated during the length of time covered by the workplan. Each report or work product has been assigned one of the following expected timelines

- 1-2 Years includes projects and activities expected to be undertaken and completed over the next two years It assumes that sufficient resources and data will be available to complete all projects given this designation.
- 2-5 Years includes projects and activities to be undertaken and completed
  over the next five years, if resources permit It assumes that required data and/
  or resources may not be sufficient to complete these projects within two years
  or less It also assumes that, if efforts to achieve further internal operational
  efficiencies are less successful than desired, additional resources will be required
  to undertake these activities
- New Resources Required includes projects and activities that can only be undertaken if additional resources are provided
- Recurring Responsibilities includes ongoing activities and services provided by staff to various public constituents, policy makers, state and federal government representatives, education personnel, and others These activities and services occur frequently throughout the year

A summary matrix of the activities expected to be undertaken by staff over the entire course of the workplan -- 1996 through 2000 -- including items for Commission review, is provided at the end of each section of the workplan. For this update, a matrix has been added of those items -- which, in addition to those tasks listed in Chapter Three under "Recurring Commission Responsibilities and Activities" -- are to be addressed specifically in 1997 That new matrix appears below

### Summary Listing of Activities to be Undertaken Specifically in 1997\*

Projected activities and work products for Commission review	2-5 Years		
	I-2 Years	(may require resources)	Recurring Activity
The 1996 High School Eligibility Study	x		
Report on the Fiscal Health of Independent Colleges and Universities	x		
Final Report in Three-Part Series on Educational Technology	x		
Study Developing a Long-Term Financial Aid Policy	x		
Study Strengthening the Community College as a Statewide System	x		

This matrix covers fiscal year 1997-98 and includes projects that will be completed during the first half of calendar year 1998

<sup>\*</sup>Note. Items listed here reappear on the appropriate matrix in either Chapter Four or Five However, this matrix does not include Recurring Commission Responsibilities and Activities listed in Chapter Three, which will also be undertaken in 1997

# Recurring Commission Responsibilities and Activities

NOTE: Much of this chapter repeats from the initial workplan. For the 1997 Update, publication dates have been revised as appropriate. The Commission also added the following new projects: re-examine the faculty comparison institutions used for California State University; revise the guidelines for review of new campus proposals; report on the effectiveness of teacher development programs supported by the Eisenhower Professional Development Program; and produce Issue Briefs on key policy issues.

#### Introduction

The Commission was created by the Legislature and Governor in 1974 to serve as the State's independent agency for the coordination and planning of postsecondary education and to advise both the Legislature and Governor on major issues in higher education In addition, the Commission serves as the clearinghouse for information on postsecondary education The specific set of responsibilities ascribed to the Commission are detailed in the California Education Code §66903 This section of the workplan provides a description of the set of activities in which staff are engaged continuously throughout the year to meet the statutory charges given to the Commission in the Education Code

### Data collection, reporting, and information dissemination

Section 66903(g) of the Education Code stipulates that the Commission shall establish and maintain a comprehensive database of information on postsecondary education and assure comparability of data between and among institutions The Code also provides the Commission with the authority to require public colleges and universities to submit data necessary for the Commission to carry out its responsibilities Commission staff collect these data continuously throughout the year and update the Commission's database, which serves as a resource for the Commission's policy work, and for State and national policy and research communities In its role as the State's 1202 agency -- for purposes of administering federal programs and activities -- the Commission serves as the state coordinator for annual collection of data contained in the Integrated Postsecondary Education Data System (IPEDS) maintained by the National Center for Educational Statistics (NCES) Institutions are now required to submit IPEDS data as a condition of participation in federal Title IV financial aid programs Commission-maintained and IPEDS data are combined to respond to numerous requests for statewide information on postsecondary education

Because the Commission's database is such a valuable resource, hundreds of inquiries for Commission-maintained data are received annually, prompting Com-

mission staff to publish annual and periodic reports of the most frequently requested data in order to conserve limited resources These publications include the following

- Student Profiles an annual publication providing summary data on such areas
  as total postsecondary education enrollment in the State, characteristics of firsttime freshman students, characteristics of transfer students, transfer outcomes
  of community colleges, degrees and certificates awarded, etc Expected
  Timeline: 1-2 Years [Publication Date October, 1997] Education Code
  §66903(m)
- Fiscal Profiles an annual publication providing summary data over time of such areas as total expenditures for postsecondary education by fund source, total student fees, expenditures for instruction, total revenue sources, and "constant dollar" revenue available Expected Timeline: 1-2 Years [Publication Date October, 1997] Education Code §66903(m)
- The College Guide A periodic publication listing every public, independent, and private postsecondary institution authorized to operate and issue degrees in the State, demographic information on each institution, and the academic program offerings at each institution Expected Timeline: 2-5 Years [Publication Date Every 4-5 years] Education Code §66903(g)

Because of the popularity and usefulness of these publications and the costs associated with producing them, Commission staff are examining the feasibility of selling some of its publications to the general public in order to recover costs. Staff will also pursue options for making the information contained in them available to the public through appropriate electronic technology in a more cost-effective manner that will provide more timely updates of the informational data and broader access to Commission reports

## Legislative mandates and directives

Commission staff engage in a number of activities throughout the year that are mandated by statute or which stem from directives and inquiries of the Legislature, as expressed in resolutions or budget language. These activities do not always result in published reports to the Commission but nonetheless consume staff time and resources. Review of all new academic programs proposed by public colleges and universities prior to their implementation is an example of a mandated activity that consumes considerable staff resources but seldom is summarized in a written report to the Commission. Moreover, Commission staff believes it will increasingly be engaged in future studies of a more comprehensive nature regarding academic program planning, including distance education. Other legislative mandates and directives requiring staff attention include review of new campus sites and centers being proposed by the public systems, examination of executive compensation in California's public universities, review and calculation of faculty salaries in comparison to comparable institutions nationally, etc. Specific reports expected from staff activity with respect to recurring responsibilities include

- The Performance of California Public Colleges and Universities an annual report containing information on specific student and institutional outcomes prepared in response to Assembly Bill 1808 (Chapter 741, Statutes of 1991)

  Expected Timeline: 1-2 Years [Publication Date. December, 1997]
- Faculty Salaries in California Colleges and Universities an annual report in response to Senate Concurrent Resolution No 51 (1965) containing information on the compensation of faculty in California's two university systems and the extent to which those compensation levels lead or lag faculty salaries at a set of comparable institutions nationally Expected Timeline: 1-2 Years [Publication Date April, 1998]
- Re-examine the Faculty Comparison Institutions Used for the California State University Commission staff previously questioned the appropriateness of the set of comparison institutions used annually to calculate faculty salary parity figures for the State University, as has the Legislative Analyst's Office This study will seek to determine if the current group of institutions or another grouping is more appropriate for faculty salary comparison purposes Expected Timeline: 1-2 Years [Publication Date To be determined]
- Reviewing New Campuses and Centers The Commission must approve any proposal for a new campus or off-campus center by a public system Among the proposals that the Commission may be asked to review during the time covered by this workplan is a new campus of the University of California The Regents of the University of California recently approved a site for the system's tenth campus Staff plans to work with the University to determine the most appropriate time table for the review process Expected Timeline: Recurring [Publication Date Undetermined] Education Code §66903(e) and §66904
- Revise Guidelines for Review of New Campus Proposals Existing guidelines were developed when all sites for new campuses or permanent off-campus centers were expected to be financed with State revenues and all campuses were expected to be similar to each other. Conditions have changed dramatically and Commission guidelines should reflect current realities. Further, efforts should be made to streamline the process, where appropriate, and to consider alternatives for presenting the Commission's recommendations in a more concise fashion. Expected Timeline: 1-2 Years [Publication Date: To be determined] Education Code §66903(t)
- Executive Compensation in California Public Colleges and Universities an annual report in response to the 1992 Budget Act containing information on the total compensation provided to the Chief Executive Officer and designated senior administrative personnel in California's three public systems of higher education Staff has modified the presentation of this information from an extended report to a concise fact sheet Expected Timeline: 1-2 Years [Publication Date April, 1998]

## Governmental and external relations

As a key advisor to the Governor and Legislature on higher education issues, Commission staff are required to establish and maintain close relationships with administration and legislative staff members, monitor and provide advice on proposed legislation affecting postsecondary education, and participate in the annual budget process as it pertains to higher education. In order to assure that its analysis, advice, and oral and written testimony are well reasoned and comprehensive, staff are also required to monitor and establish positive liaison with other key participants in the higher education policy arena. These participants include the governing boards of the three public systems of postsecondary education, the Council for Private Postsecondary and Vocational Education, the Intersegmental Coordinating Committee, academic senates, the Department of Finance, the Legislative Analyst's Office, student advocacy organizations, and higher education professional organizations. Although they do not always result in written reports, these activities consume considerable staff time and resources.

The Commission also engages in a number of specific budget and legislative activities annually that include

- Sponsoring legislation to advance specific policy recommendations that have been adopted by the Commission and advocating its passage (e g eliminating the sunset date on the Private Postsecondary and Vocational Education Act, or establishing new long-term student fee policy);
- Preparing and submitting Budget Change Proposals (BCP's) to secure budget appropriations to implement activities deemed to be of high priority to the Commission (e g augmentation sufficient to support expansion and enhancement of the Commission's information system)

Specific products expected to be generated over the duration of this workplan period include

- Legislative and Budget Priorities an annual statement of priorities presented
  to the Commission for review and adoption that will guide staff activities for the
  year during the legislative bill and budget processes This publication attempts
  to link Commission priorities with those expected to be advanced by legislative
  members, administrative offices, and representatives of the various postsecondary
  education sectors Expected Timeline: 1-2 Years [Publication Date February,
  1998] Education Code §66903(d)
- Legislative and Budget Updates a regular update prepared for review at regularly scheduled Commission meetings that contains a summary description and analysis of all bills being tracked by staff, official Commission positions, and the bills' current status in the legislative process Expected Timeline: Recurring [Publication Date Twice yearly] Education Code §66903(d)
- Legislative Profiles a special publication prepared for legislative members containing summary information on educational enrollment, student outcomes, and educational institutions located within the legislative district of each member.

It also contains selected information on higher education generally for legislative members assigned to education-related committees. Expected Timeline: Recurring [Publication Date January, 1998]

To the extent that resources permit, staff will seek to remain actively involved in discussions with higher education counterparts in other states, including members of State Higher Education Executive Officers (SHEEO), Western Interstate Commission for Higher Education (WICHE), Education Commission of the State (ECS), U S Department of Education officials, state Eisenhower and National Science Foundation (NSF) Systemic State Initiative coordinators, etc

#### Program administration and monitoring federal activities

While the vast majority of the Commission's activities are policy-oriented, the Commission has been designated as the State's 1202 agency for purposes of administering federal programs and activities. In this role, Commission staff engage in numerous activities to (1) monitor changes in federal legislation and regulations that affect administration of various federal programs and activities, (2) monitor and provide periodic reports to Commissioners on federal legislation and budget activity of importance to postsecondary education, and (3) communicate Commission positions on various federal proposals that would have an impact on California's postsecondary education activities and federal program administration. Staff also administers the State Pipeline Program. Specific activities and publications associated with this area of the workplan include:

- Activity administer the federal Eisenhower Professional Development Program, including developing competitive grant application and review processes for purposes of distributing federal funds to support improved instruction in public schools, monitoring and evaluating program implementation, and establishing fiscal accounting procedures Expected Timeline: Recurring Education Code §67002
- Report on the Effectiveness of Teacher Development Programs Supported by the Eisenhower Professional Development Program: the Commission administers the federally funded Eisenhower Professional Development Program on behalf of the State of California The Commission believes the teacher development projects supported through this program have been effective and the results of an independent evaluation of program effectiveness will be available during 1997 Expected Timeline: 1-2 Years [Publication Date August 1997] Education Code §67002
- Activity: administer the California PIPELINE Program, including developing competitive grant application and review processes for purposes of distributing State funds to support recruitment and preparation of new public school teachers, monitoring and evaluating program implementation, and establishing fiscal accounting procedures Expected Timeline: Recurring Education Code §66903(t)

• Federal Update a periodic update of federal legislation and regulatory activities that are of interest to the Commission or that focus on key postsecondary education issues Expected Timeline: Recurring [Publication Date 3-4 times annually]

## Public communication

Good public communication is a high priority for the Commission. To complement its long-range planning and policy analysis, staff increasingly have been involved in efforts to (1) more broadly disseminate the policy recommendations of the Commission, (2) expand public understanding of the Commission's role and activities, (3) improve its technological infrastructure and connection with external entities, (4) advocacy of the California Master Plan for Higher Education, and (5) generate increased appreciation and support for the contributions of postsecondary education to the California commonwealth. As appropriate, staff will prepare short press releases and advisories to alert the media of recent policy recommendations adopted by the Commission. Occasionally, these may be augmented by a press conference. Specific activities and publications associated with this area of the workplan include the following.

- Fact Sheets and Higher Education Updates Short 2-4 page publications summarizing the key findings from Commission studies conducted throughout the workplan period, and/or addressing significant policy issues and challenges facing California's education system Expected Timeline: Recurring [Publication Date Periodic throughout the year] Education Code §66903(h)
- Produce Issue Briefs These are expected to be short two-page publications
  that summarize key policy and/or fiscal issues related to postsecondary education
  and suggest key questions and understandings that should be sought. They are
  intended to inform public conversation about the issue but may or may not be
  associated with other major policy research efforts undertaken by the Commission
  Expected Timeline: Recurring [Publication Date To be determined]
  Education Code §66903(h)

Staff will also be engaged in responding to numerous phone inquiries from members of the press, the general public, educators and researchers, and others for background and specific information on postsecondary education activities in California These activities consume a considerable amount of staff time although they seldom result in tangible products for Commission review

#### Summary

The following table summarizes the major activities in which the Commission is engaged on a recurring basis. It includes both those activities that result in products for Commission review as well as those that are more service-oriented

### Summary Listing of Activities and Products for Recurring Commission Responsibilities

Service activities and work products	<i>1-2</i>	2-5 Years (may require resources)	Recurring Activity
Collection and processing of IPEDS data	1-4	resourcesy	x x
Receive and respond to public requests for information on postsecondary education in State			x
Review and comment on new academic program proposals			x
Review and approve new campus and centers proposals			x
Re-examine the Faculty Comparison Institutions Used for the California State University	x		
Provide advice on legislative and budget proposals			x
Administer the federal Eisenhower Professional Development Program			x
Report on the Effectiveness of Teacher Development Programs supported by the Eisenhower Professional Development Program	x		
Student Profiles	x		
Fiscal Profiles	x		
The College Guide		x	
The Performance of California Public Colleges and Universities	x		
Faculty Salaries in California Colleges and Universities	x		
Revise Guidelines for Review of New Campus Proposals	x		
Executive Compensation in California Public Colleges and Universities	x		
Legislative and Budget Priorities	x		
Legislative and Budget Updates			x
Legislative Profiles	x		
Federal Updates			x
Fact Sheets and Higher Education Updates			x
Issue Briefs			x

4

## Planning for Collegiate Access, Quality, and Affordability

NOTE: Most of this chapter repeats from the initial workplan. For the 1997 Update, the Commission has added: report on the fiscal health of independent colleges and universities.

#### Introduction

California is currently facing the greatest postsecondary education challenge of this century and possibly the next accommodating the coming "Tidal Wave II" of students during a period of fiscal retrenchment, cutbacks in public service, and increasing competition from other state programs for scarce tax dollars. During the first four years of this decade, the Legislature annually appropriated fewer dollars than California's public colleges and universities needed to maintain their historic levels of access, quality, and affordability. Although appropriations for higher education have begun to stabilize, the mismatch between available revenue, student demand, student charges, and student resources convinces the Commission that focused attention on adequately financing California's postsecondary education system is critical to the future of the State. This section of the workplan describes the activities and studies to which Commission staff time will be devoted over the next several years.

#### Financing

Commission staff will be engaged in ongoing discussions with educational and policy leaders throughout the workplan period in an effort to better understand the ways in which available resources are used to provide maximum access to quality instruction beyond high school for Californians seeking such instruction, and to develop recommendations on alternative methods by which the State can finance maximum access and preserve educational quality. In connection with these discussions, the following reports are expected to be generated

- Study: Financing of Postsecondary Education Operations A study examining alternative methods of funding postsecondary education enrollment opportunities, particularly identifying funding strategies that recognize differential costs of instruction by level The Commission will seek to offer recommendations for alternatives to the current methodology that is based on Full-Time-Equivalencies Expected Timeline: 2-5 Years [Publication Date Undetermined] Education Code §66903(b)
- Study: Financing Capital Costs of Postsecondary Education A report analyzing various options for funding costs associated with maintaining maximum access to postsecondary enrollment, including bonds, direct General Fund fi-

nancing, private funding, and other options The Commission may also suggest physical limitations on the capacity to enroll students on existing campus sites Expected Timeline: 2-5 Years [Publication Date Undetermined] Education Code §66903(b)

#### Productivity and efficiency

In its long-range plan for postsecondary education, the Commission advocates that California's educational policy makers give sustained attention to strategies for reducing the costs of providing high quality education. Few fiscal incentives exist, however, to encourage the State's public colleges and universities to do so. Commission staff expect to be engaged in sustained discussion with educational policy makers to encourage greater productivity and remove disincentives to efficiency

The Commission also expects to continue collaborative discussions with system-wide representatives from California's public universities to urge them to prepare revised graduate enrollment plans, including total projected enrollment in graduate and professional programs, workforce needs requiring advanced degrees, system plans for distribution of graduate and professional programs among campuses, and options considered for shortening time-to-degree for graduate and professional programs. Staff will comment on these revised graduate enrollment plans and incorporate their contents within several related staff activities.

Specific activities and reports which are anticipated from this workplan area are summarized below

- Accountability in California Postsecondary Education The Commission staff will continue to engage in activities designed to increase both the quality and quantity of information about the effectiveness and efficiency of California's public colleges and universities. These activities will likely not result in a single Commission product on the subject, but rather staff will attempt to integrate these issues and need for greater institutional and system accountability in all aspects of the Commission's activities, including its legislative priorities. On a periodic basis, staff will present to the Commission a progress report on the activities it has undertaken related to accountability coupled with an analysis of the extent to which these activities have resulted in changes in the efficiency, effectiveness, and productivity of the State's public colleges and universities and in the information available to document those changes. Expected Timeline: 1-2 Years [Publication Date June, 1998]
- Study: The Status and Future of Educational Technology in Postsecondary Education A series of reports that provide (1) an evaluation and listing of national, regional, and system-specific technology initiatives that may have an impact on California's educational delivery system, including, to the extent possible, private and independent institutions, (2) a delineation of key policy issues regarding technology-mediated instruction, including implications for academic program planning, improved teaching and learning outcomes, and identification of models for possible replication, and (3) recommended priorities

for State investment in expanded use of technology for educational purposes These studies will be closely coordinated with a focused look at ways to improve use of campus facilities, described below, as an option for expanding access without depending exclusively on building new facilities, and options for financing access to postsecondary education The Commission has published two reports thus far *Moving Forward* (96-6) in June 1996, and *Coming of [Information] Age* (97-1) in February 1997 A third report in this series is slated for early 1998 Expected Timeline: 1-2 Years [Publication Date To be determined] Education Code §66940 and §66941

- Study: Improved Use of College and University Facilities A study that carefully analyzes the potential costs and savings associated with more intensive use of campus facilities, including conversion of collegiate operations from academic year to year-round operations, increased afternoon and summer usage of campus facilities, and technological access to campus resources around the clock Potential increases in enrollment capacity, accelerated depreciation of the physical plant, accelerated time-to-degree, quality enhancement from class-size reductions, and increased personnel and administrative costs will be included in the analysis of each option. This study will be closely coordinated with a focused look at the ways in which technology is currently contributing, and may contribute in the future, to improved efficiency and productivity. It will also be coordinated with Commission activities to identify options for financing access to postsecondary education. Expected Timeline: 2-5 Years [Publication Date Undetermined] Education Code §66903(b)
- Prospectus: The Nexus of Educational Productivity and Workforce Needs

   A prospectus that attempts to outline the components of a study that examines the ways in which postsecondary education can and does contribute to the economy of the State by producing graduates with the skills and competencies needed for current and emerging jobs and stimulating new markets through research activities. Further, this report will explore the extent to which employment opportunities and unemployment are correlated with academic areas in which education and training is provided at both undergraduate and graduate/ professional levels. Expected Timeline: New Resources Required [Publication Date Undetermined] Education Code §66903(i)

Fees and financial aid

In 1993, the Commission recommended a policy for setting undergraduate fees at the California State University and the University of California and followed this a year later with a fee policy recommendation for the California Community Colleges. In advocating a policy-based approach to setting student fees — as contrasted to a budget-gap approach — the Commission also emphasized the importance of adopting a long-term policy for financial aid as well in order to assure that access is not curtailed by the economic circumstances of qualified students. Commission staff will endeavor to complete its work in developing recommendations for a long-term financial aid policy for the State to accompany its fee policy rec-

ommendations over the next year Specific reports expected to be generated include

• Study: Developing A Long-Term Financial Aid Policy - A report on ways in which current State financial aid policies should be modified to assure over the long-term that Californians are encouraged to pursue postsecondary options, irrespective of personal or family financial resources. This report should include estimates of the resources that would be required if recommendations were fully implemented Finally, the Commission will present recommendations on the relationship between authorized fees and required financial aid appropriations, the various types of programs that should be part of the State's long-term financial aid strategy, the goal(s) guiding the aid strategy, and the sources of revenue that should be incorporated in the revised long-term financial aid strategy Expected Timeline: 1-2 Years [Publication Date October, 1998] Education Code §66903(b)

# Improving equality of access to educational opportunities

Access to postsecondary education requires more than simply supplying a sufficient number of seats in colleges and universities throughout the state -- although providing more spaces is no small task Equally important are the following goals (1) to promote the participation in postsecondary education of students from communities that previously have not enrolled in large numbers in California's colleges and universities; and (2) to assure that California's students receive the quality of academic preparation necessary to fully take advantage of the educational opportunities that do exist It is the concern for both student access and student success that prompted the Commission to recommend in The Challenge of the Century that existing collaborative efforts between high schools and postsecondary education institutions to strengthen the academic preparation of high school graduates be expanded On October 30, 1995, the California Education Round Table released its statement, "Collaborative Initiatives to Improve Student Learning and Academic Performance, Kindergarten through College," which reaffirms the importance of collaborative approaches to strengthening the preparation of high school graduates as a means to producing more equitable access to postsecondary educational opportunities for all Californians

Specific activities and reports expected to be forthcoming from this workplan area include

• Study: Report on Collaborative Student Preparation Programs - In 1992, the Commission completed a three-year study entitled Final Report on the Effectiveness of Intersegmental Student Preparation Programs This current study examined these nine collaborative student preparation programs to determine the extent to which they have made progress in increasing the number of students from historically underrepresented backgrounds who are eligible for, and enroll in, postsecondary education since the completion of the last study. Expected Timeline: 1-2 Years [Publication Date: December, 1996 - completed]

- Study: The 1996 High School Eligibility Study This study will estimate the proportion of 1996 public high school graduates who meet the eligibility requirements for regular admission to the State's public universities as of fall 1996. To the extent that available resources permit, the study will examine graduates' participation and performance in the university preparatory curriculum and standardized college admission examinations and their impact on these graduates' eligibility (consistent with the provisions of AB 1056). The study will also generate estimates for several major subgroups, including men and women, Asian, Black, Latino, and White graduates, and graduates from nine major geographic areas. Staff will provide the Commission with regular progress reports on this study. Expected Timeline: 1-2 Years [Publication Date October 1997]. Education Code §66903(q)
- A Policy Discussion of Educational Equity Taken from a comprehensive report reviewed by the Commission over the last two years, a six-part series of Higher Education Updates and accompanying Factsheets will be presented for wide dissemination to policy makers and the general public on the complicated and complex issue of educational equity At the conclusion of the series, a set of recommendations will be considered by the Commission for possible legislative, budgetary, and programmatic implementation Expected Timeline: 1-2 Years [Publication Date One installment at each Commission meeting from April 1997 through February 1998]
- Report on the Fiscal Health of Independent Colleges and Universities Existing law §66903(19) of the State Education Code calls upon the Commission to periodically review the financial health of independent colleges and universities in California This report would provide updated information to that contained in The Financial Condition of California Independent Colleges and Universities (Commission Report 95-10) Expected Timeline: 1-2 Years [Publication Date To be determined] Education Code §66903(r)

Summary The following table summarizes the major studies expected to be undertaken and prepared for Commission review Those studies expected to command substantial staff attention over the next year, due to the legislative and budget priorities staff have recommended, are highlighted in bold

## Summary Listing of Studies for Collegiate Access, Quality, and Affordability

Projected work products for Commission review	1-2 Years	2-5 Years (may require resources)	New Resources Required
Study Financing of Postsecondary Education Operations		x	
Study Financing Capital Costs of Postsecondary Education		×	
Accountability in Postsecondary Education	x		
Study The Status and Future of Educational Technology in Postsecondary Education	x		
Study Improved Use of College and University Facilities		x	
Prospectus The Nexus of Educational Productivity and Workforce Needs			x
Study: Developing A Long-Term Financial Aid Policy	x		
Study Report on Collaborative Student Preparation Programs	x		
Study: The 1996 High School Eligibility Study	x		
A Policy Discussion of Educational Equity and Affirmative Action	x		
Report on Fiscal Health of Independent Colleges and Universities	x		

# Regional and Statewide Coordination and Collaboration

NOTE: This chapter repeats from the initial workplan adopted in 1996. No new projects have been added for the 1997 Update.

#### Introduction

One of the Commission's major responsibilities is to serve as the State's coordinating agency for postsecondary education — a responsibility designed to promote the most efficient and effective use of resources and ensure quality education for Californians interested in pursuing postsecondary educational opportunities. With 31 public universities, 106 community colleges, hundreds of independent colleges and universities, and thousands of private degree-granting and vocational institutions approved to operate in the state, California has the most comprehensive system of postsecondary education available anywhere in the world. More than 2.3 million students are currently enrolled in these institutions. With nearly another half million people projected to be seeking access to postsecondary education by 2005, the importance of coordinating educational opportunities and demand is evident, as is the complexity of this undertaking

Among the duties entailed in fulfilling this responsibility for statewide coordination is staff participation on statewide bodies that promote general and specific collaboration among the educational sectors along varied dimensions. Examples of these bodies on which Commission staff serve are the California Education Round Table and its Intersegmental Coordinating Committee, the Subject Matter Projects' Concurrence Committee and the Advisory Boards' individual projects, the California Student Opportunity and Access Program (Cal-SOAP)'s Advisory Committee, and the California Academic Partnership Program (CAPP)'s Advisory Committee

Through the support of collaborative programmatic efforts, much regional cooperation has already been fostered among the various colleges and universities. These should be continued and expanded where they stimulate more productive use of resources and facilities to promote student success and transition to positive participation in California's social, economic, and political fabric. However, staff involvement in these collaborative activities is accompanied by responsibilities beyond mere attendance at meetings and efforts to encourage and facilitate additional collaborative activities must be tempered by that reality

This section of the workplan describes the activities toward which staff resources will be devoted over the next several years. The specific products expected to result from this attention are described below

- Activity: Implementation of the Education Round Table's Statement The California Education Round Table has requested that its Intersegmental Coordinating Committee (ICC) assume responsibility for implementation of various aspects of its statement, "Collaborative Initiatives to Improve Student Learning and Academic Performance, Kindergarten through College" Because of the origin of this statement and staff involvement on the ICC, Commission staff will be devoting time over the next two years to this collaborative effort which is consistent with the recommendation in *The Challenge of the Century* to strengthen the academic preparation of high school graduates, including efforts to set clear high school graduation performance standards and align them with assessment instruments Expected Timeline: Recurring Education Code §66903(t)
- Prospectus: Enrollment Planning and Community College Transfer A prospectus that proposes a study to analyze the feasibility of developing a state-wide enrollment planning effort that looks particularly at the upper division demand for access into the next century will be generated. The prospectus should summarize the current progress and health of the transfer process and suggest ways by which a "transfer eligibility" study might be constructed and implemented to assist enrollment planning, as well as recommendations on the delegation of responsibilities. Expected Timeline: 1-2 Years [Publication Date Undetermined] Education Code §66743
- Study: Strengthening the Community Colleges as a Statewide System A study on alternative ways of strengthening the governance of community colleges in the State, including developing balance between central and local governance structures, possibilities for cost containment, appropriate areas of institutional accountability for student outcomes, options for balancing statewide and local needs, better linkage with the rest of postsecondary education, etc will be initiated. The study should contain conclusions on strengths and weaknesses of the current structure and recommendations for modification or change Expected Timeline: 1-2 Years [Publication Date February 1998]

Summary The following table summarizes the major studies expected to be undertaken and prepared for Commission review

### Summary Listing of Activities for Regional and Statewide Coordination and Collaboration

Projected activities and work products for Commission review	2-5 Years			
	1-2 Years	(may require resources)	Recurring Activity	
Activity Implementation of the Education Round Table's Statement			x	
Prospectus <sup>*</sup> Enrollment Planning and Community College Transfer	x			
Study Strengthening the Community Colleges as a Statewide System	x			
Participation in intersegmental collaboration and programmatic activities			x	

### CALIFORNIA POSTSECONDARY EDUCATION COMMISSION

THE California Postsecondary Education Commission is a citizen board established in 1974 by the Legislature and Governor to coordinate the efforts of California's colleges and universities and to provide independent, non-partisan policy analysis and recommendations to the Governor and Legislature

#### Members of the Commission

The Commission consists of 17 members. Nine represent the general public, with three each appointed for six-year terms by the Governor, the Senate Rules Committee, and the Speaker of the Assembly Six others represent the major segments of postsecondary education in California. Two student members are appointed by the Governor.

As of June 1997, the Commissioners representing the general public are

Jeff Marston, San Diego, Chair
Guillermo Rodriguez, Jr, San Francisco,
Vice Chair
Mim Andelson, Los Angeles
Henry Der, San Francisco
Lance Izumi, San Francisco
Kyo "Paul" Jhin, Malibu
Bernard Luskin, Encino
Melinda G Wilson, Torrance
Vacant

#### Representatives of the segments are

Kyhl Smeby, Pasadena, appointed by the Governor to represent the Association of Independent California Colleges and Universities,

Joe Dolphin, San Diego, appointed by the Board of Governors of the California Community Colleges,

Gerti Thomas, Albany, appointed by the California State Board of Education,

Ralph Pesqueira, San Diego, appointed by the Trustees of the California State University,

Frank R Martinez, San Luis Obispo, appointed by the Council for Private Postsecondary and Vocational Education, and David S Lee, Santa Clara, appointed by the Regents of the University of California

The two student representatives are Stephen R. McShane, San Luis Obispo John E Stratman, Jr, Orange

#### **Functions of the Commission**

The Commission is charged by the Legislature and Governor to "assure the effective utilization of public postsecondary education resources, thereby eliminating waste and unnecessary duplication, and to promote diversity, innovation, and responsiveness to student and societal needs"

To this end, the Commission conducts independent reviews of matters affecting the 2,600 institutions of postsecondary education in California, including community colleges, four-year colleges, universities, and professional and occupational schools

As an advisory body to the Legislature and Governor, the Commission does not govern or administer any institutions, nor does it approve, authorize, or accredit any of them Instead, it performs its specific duties of planning, evaluation, and coordination by cooperating with other State agencies and non-governmental groups that perform those other governing, administrative, and assessment functions

#### **Operation of the Commission**

The Commission holds regular meetings throughout the year at which it discusses and takes action on staff studies and takes positions on proposed legislation affecting education beyond the high school in California. By law, its meetings are open to the public Requests to speak at a meeting may be made by writing the Commission in advance or by submitting a request before the start of the meeting.

The Commission's day-to-day work is carried out by its staff in Sacramento, under the guidance of Executive Director Warren Halsey Fox, Ph D, who is appointed by the Commission

Further information about the Commission and its publications may be obtained from the Commission offices at 1303 J Street, Suite 500, Sacramento, California 98514-2938, telephone (916) 445-7933

## CALIFORNIA POSTSECONDARY EDUCATION COMMISSION WORKPLAN, 1996 THROUGH 2000 (1997 UPDATE)



## Commission Report 97-6

ONE of a series of reports published by the California Postsecondary Education Commission as part of its planning and coordinating responsibilities. Summaries of these reports are available on the Internet at http://www.cpec.ca.gov...Single copies may be obtained without charge from the Commission at 1303 J Street, Suite 500, Sacramento, California 95814-2938. Recent reports include

1996

- 96-8 Student Profiles, 1996. The Latest in a Series of Annual Factbooks About Student Participation in California Higher Education (October 1996)
- 96-9 Project ASSIST (Articulation System Stimulating Interinstitutional Student Transfer): Staff Comments on the Final Evaluation Report Prepared by the Carrera Consulting Group (December 1996)
- 96-10 Performance Indicators of California Higher Education, 1996. The Third Annual Report to California's Governor, Legislature, and Citizens in Response to Assembly Bill 1808 (Chapter 741, Statutes of 1991) (December 1996)
- 96-11 Progress Report on the Effectiveness of Collaborative Student Academic Development Programs: A Report of the California Postsecondary Education Commission (December 1996)

1997

- 97-1 Coming of [Information] Age in California Higher Education: A Survey of Technology Initiatives and Policy Issues (February 1997)
- 97-2 Faculty Salaries at California's Public Universities, 1997-98. A Report to the Governor and Legislature in Response to Senate Concurrent Resolution No. 51 (1965) (April 1997)
- 97-3 A Review of the Proposed Watsonville Center An Educational Center of the Cabrillo Community College District. A Report to the Governor and Legislature in Response to a Request from the Board of Governors of the California Community Colleges (June 1997)
- 97-4 A Review of the Proposed Academy of Entertainment and Technology -- An Educational Center of the Santa Monica Community College District: A Report to the Governor and Legislature in Response to a Request from the Board of Governors of the California Community Colleges (June 1997)
- 97-5 A Review of the Proposed North County Center in Paso Robles An Educational Center of the San Luis Obispo County Community College District: A Report to the Governor and Legislature in Response to a Request from the Board of Governors of the California Community Colleges (June 1997)
- 97-6 California Postsecondary Education Commission Workplan, 1996 Through 2000 (1997 Update)
  (June 1997)